Brookhaven
GEORGIA

CITY OF BROOKHAVEN
2034 COMPREHENSIVE PLAN

JACOBS

City of Brookhaven

COMPREHENSIVE PLAN 2034

PLANNING COMMISSION PUBLIC HEARINGS JULY 23 + SEPTEMBER 3, 2014
CITY COUNCIL PUBLIC HEARING AUGUST 12, 2014
CITY COUNCIL PUBLIC HEARING + TRANSMITTAL SEPTEMBER 9, 2014
FINAL PLAN ADOPTION NOVEMBER 18, 2014
PLAN AMENDED APRIL 21, 2015

IN PARTNERSHIP WITH:

ACKNOWLEDGMENTS

This plan document is the result of a collaborative effort of the Brookhaven community, including: community members, City of Brookhaven elected officials, the Comprehensive Plan 2034 Steering Committee, and the Planning Team—consisting of both City of Brookhaven staff and the consultant team.

A special thank you is given to community members that shared input, ideas, and feedback throughout the planning process to help define the vision and priorities for the City of Brookhaven contained within.

The following individuals played a lead role in the plan's development:

CITY OF BROOKHAVEN MAYOR + CITY COUNCIL*

- J. Max Davis, Mayor
- Rebecca Chase Williams, District 1
- Bates Mattison, District 3
- Joe Gebbia, District 4

**Council District 2 was vacant during the planning process.*

CITY OF BROOKHAVEN PLANNING COMMISSION

- Stan Segal, Chairman
- John Funny, Vice Chairman
- Shannon Cameron
- Rob Francour
- Bert Levy
- Caitlin Miller
- Jeff O-Connell

STEERING COMMITTEE MEMBERS

- Stan Segal, Chairman
- Adrian Schmidt
- Jack Honderd
- Collette McDonald
- JD Clockadale
- Thomas Bartolozzi
- Alan Powell
- Shannon Cameron
- Charles Gerrick
- Todd Terwilliger

CITY STAFF

- Marie L. Garrett, City Manager
- Susan Canon, Assistant City Manager/Director of Community Development
- Ben Song, Deputy Director of Community Development

CONSULTANT TEAM

Jacobs - Project Management + Lead Consultant

- Amanda Hatton, AICP, LEED Green Assoc., Project Manager
- Paul Culter, AICP, Deputy Project Manager
- Jonathan Webster, AICP, Land Use Analysis
- Kyle Van Klompenburg, Project Planner
- Joe Shoffner, AICP, GIS + Planning Support

Sycamore Consulting - Public Engagement

- Jen Price, AICP

Market Street Services - Economic Development + Demographics Analysis

- Ranada D. Robinson

Executive Summary

OVERVIEW OF THE COMPREHENSIVE PLAN

Comprehensive Plan 2034 documents the long-term vision for the City of Brookhaven's future. This document is the result of a multi-month planning process grounded in community involvement and visioning. The plan is built from the ground-up, with the community's desires and goals for the City's future as the basis for the implementation program that follows.

The long-term vision for Brookhaven is to be a model community that preserves what makes it great—including its people, neighborhoods, parks, tree canopy, and accessibility—while acknowledging its role as a premier community within the Atlanta Region. Brookhaven is strategically positioned for redevelopment and additional investment to build upon walkability, transit use, and community hubs that foster a vibrant economy and high quality of life.

Comprehensive Plan 2034 is a testament to where the City is going. It should serve as a guide to long-time and new community members as well as public and private investors that Brookhaven has made no little plans - it is a model city on the move!

PLANNING HORIZON

The Comprehensive Plan looks at a 20 year planning horizon. The implementation program focuses on the five years in front of us: 2015 to 2019.

Plan Framework

PLAN FRAMEWORK

Three elements shape the overall plan: community goals, needs and opportunities, and the community work program. These items are intricately related as reflected in the plan framework image to the left. The community goals are the direct result of the input received from the general public, Comprehensive Plan 2034 Steering Committee, and key community stakeholders.

SUBSTANTIVE ELEMENTS

The Comprehensive Plan considers six key substantive elements: Land Use, Community Facilities and Resources, Economic Development, Population, Housing and Transportation. These elements comprehensively represent the building blocks of the Brookhaven community. The existing conditions of each element were reviewed in the initial phase of the process then revisited with the public to ensure that the plan fully addressed the needs and opportunities related to each item.

COORDINATION WITH CONCURRENT AND PRECEDING PLANS

The City of Brookhaven began the Comprehensive Plan process concurrently with three other independent planning efforts: its Parks and Recreation Master Plan, Comprehensive Transportation Plan, and Buford Highway Improvement Plan and Economic Development Strategy. As a new city, it is admirable and noteworthy that Brookhaven has ensured compatibility among each of these priority initiatives. Comprehensive Plan 2034 is strategically coordinated with the other three efforts to ensure the plans are compatible and consistent. As an umbrella planning document, it is critical that the Comprehensive Plan 2034 fold in the more detailed recommendations for Buford Highway, parks and recreation, and transportation. In addition to these concurrent initiatives, Comprehensive Plan 2034 considered existing plans already in place that have important potential impact on the city. *Each of these are summarized at the end of Chapter 1.*

CONTENTS

The document contains five main chapters and five appendices:

- **Chapter 1:** Introduction
- **Chapter 2:** Plan Elements (summary of role of substantive elements and existing conditions/trends)
- **Chapter 3:** Community Goals (inclusive of the Character Area Map/ future land use plan)
- **Chapter 4:** Needs + Opportunities
- **Chapter 5:** Implementation Strategy
- **Appendices:** Including supporting plan documentation, the Community Work Program, and concurrent Plans (to be added as appendices once plans are complete and adopted by City Council)

DOCUMENT: ROLE + CONTENT

The end result of the planning process is this document and the synergies built among community members. The value of the planning process is two-fold: 1) the implementation relationships built along the way and 2) the manifestation of where the City plans to go. The plan is intended to be used as a daily guide for City staff and officials and as a strategic long-term guide. It is intended to be iterative in nature and should be updated a minimum of every five years.

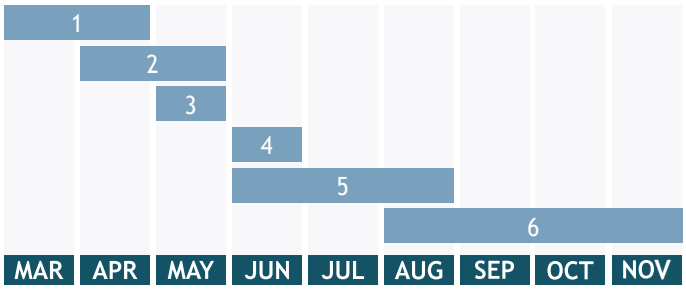
OUR PLANNING PROCESS

The community-based planning process was carried out over a six-phase, multi-month process beginning in March 2014 and ending in November 2014 with City Council adoption of the plan. The plan was amended in early 2015 to incorporate newly annexed land south of I-85 and to make a few additional targeted changes.

The six planning phases include:

- Phase 1: Project Initiation
- Phase 2: Baseline Conditions Analysis
- Phase 3: Community Goal Setting
- Phase 4: Needs, Opportunities, + Strategies Identification
- Phase 5: Community Work Program Development
- Phase 6: Plan Transmittal + Adoption

Input collected via public involvement is a core aspect to the plan's development. Public involvement methods used included: stakeholder interviews, web-based community survey, steering committee, E-mail comment box, public workshops, open house, and hearings with the Planning Commission and City Council.



2014 Planning Timeline

OUR VISION

The vision statement to the right is the overall declaration of what Brookhaven desires to be in the future. Policy and decision making should be compatible with this statement.

Brookhaven will be a national model for a walkable, urban community that preserves its unique character and history of neighborhoods, parks, and natural assets while welcoming higher density activity nodes that support transit use, biking, community hubs, sense of place, and diversity of residents and businesses.

COMMUNITY GOALS

The following are the nine overarching community goals identified for Brookhaven's future. These goals represent the recurring, predominant themes heard by the planning team from Brookhaven stakeholders throughout the planning process. The City should work to achieve these long-term goals as it implements Comprehensive Plan 2034.

Land Use + Transportation Coordination

Achieve greater walkability, bikeability, and overall mobility for day-to-day activities through transportation and land use coordination.

Diversity

Preserve the economic and cultural diversity of the Brookhaven community.

Unique Brookhaven

Establish an identity and brand for the City of Brookhaven.

A City of Parks

Enhance the City's parks and recreation system.

Buford Highway Gateway

Promote Buford Highway to enhance this strategic location in the city.

Transit Oriented Design

Pursue Transit Oriented Development (TOD) as a key strategy to shaping the city's future.

Neighborhoods

Preserve the City's unique neighborhoods and communities.

Sustainability

Develop reputation as a forward thinking and sustainable city.

Economic Prosperity

Ensure a balanced economic environment.

CHARACTER AREA MAP + DEFINING NARRATIVE

One of the most important elements of the Comprehensive Plan is the Character Area Map, which serves as the foundation of the City's Future Land Use Plan. The Character Area Map identifies 13 unique areas of the city: 8 are residential in nature, and 5 are community activity centers of varying intensity envisioned as central locations for jobs, entertainment, mixed use, and a live-work-play environment. For each character area, a vision statement, appropriate land uses, and implementation strategies have been identified. Appropriate densities and for activity centers, building heights, are identified—these are advisory in nature, with the City's zoning code being the official legal guide for development restrictions and incentives.

- Perimeter Center
- Lakes District
- Blackburn Park Neighborhood Center
- Lynwood Park
- Historic Brookhaven
- Osborne
- Peachtree Corridor Overlay District
- Ashford Park-Drew Valley
- Brookhaven Heights-Brookhaven Fields
- Lenox Park
- Briarwood Park
- Roxboro
- Buford Highway Corridor

PRIORITIES + IMPLEMENTATION

PRIORITY NEEDS + OPPORTUNITIES

Through the public visioning process, roughly 40 priority needs and opportunities were identified for the City's future. Each of these priorities were identified by the community as being important for the City to address, either fully or partially, over the next five years. Each has corresponding action items in the Community Work Program. The Community Work Program for the Comprehensive Plan is framed around the five substantive elements of the plan.

Specific transportation action items are addressed in the independent Comprehensive Transportation Plan, to be included in Appendix B with the work programs of other concurrent planning efforts.

COMMUNITY WORK PROGRAM

The heart of the Implementation Strategy is the Community Work Program (provided in Appendix B), which corresponds directly to priority needs and opportunities. The Community Work Program identifies specific actions that the City should pursue between 2015 and 2019 to implement the plan. It includes specific years, implementation partners, responsible parties, potential funding streams, and potential costs. The Community Work Program was thoroughly vetted by the City. The Community Work Program will be used as a budgetary tool in conjunction with other priorities identified through the City's additional planning initiatives and regular day-to-day operations. It is important to note that several actions can be completed as a part of existing staff responsibilities while others will require additional funding, outside support, and collaboration with City partners.

Top needs/actions contained in the plan include the following:

- Revise zoning and development regulations to align with Comprehensive Plan 2034 vision.
- Complete a Master Plan for a new town center and begin the land acquisition process to further the town center vision.
- Implement recommendations of Comprehensive Transportation Plan and Parks and Recreation Master Plan.
- Complete a citywide Economic Development Plan.
- Further analyze infill housing needs via neighborhood specific surveys and comparison to benchmark communities; implement recommendations from analysis in City's zoning code.
- Implement a Complete Streets policy for the city as well as an overlay district and/or design guidelines for specific areas and corridors to enhance community character, walkability and sense of place.
- Document tree canopy and improve/adopt revised tree ordinance.
- Complete study to determine ability of infrastructure capacity to meet needs of Future Land Use Plan.
- Complete a historic resources survey and implementation protection measures identified.
- Establish incentives and leverage catalysts to promote targeted growth.
- Complete a wayfinding and gateway study and initiate implementation to signify welcome points to the city including landmark signage, landscaping, and public art.
- Preserve safe and affordable housing through a combination of code enforcement, establishing an inclusionary housing policy, and work with DeKalb County to attract funding for renovation of old structures.
- Implement recommendations of concurrent planning initiatives.

STATE OF GEORGIA
COUNTY OF DEKALB
CITY OF BROOKHAVEN

RESOLUTION N0. 2015-04-05

RESOLUTION TO ADOPT
AMENDED CITY OF BROOKHAVEN COMPREHENSIVE PLAN 2034

WHEREAS, the City of Brookhaven was incorporated and created by Charter granted by the State of Georgia, effective December 17, 2012, after a positive referendum vote; and

WHEREAS, the City of Brookhaven is subject to the State of Georgia Planning Act of 1989 which calls for a certified Comprehensive Plan in order to obtain and maintain the status of a Qualified Local Government; and

WHEREAS, the City of Brookhaven, Georgia is a member of the Atlanta Regional Commission, an agency created to provide regional planning and intergovernmental coordination among certain county and city governments in the metropolitan area of Atlanta; and

WHEREAS, the City Charter provided for a transitional period beginning on December 17, 2012, and extending for a period of two years; and

WHEREAS, during the transitional period, as a measure to plan for the future of the City, the City utilized DeKalb County's Comprehensive Plan 2005-2025 for the "North Planning Area" while the City completed its own Comprehensive Plan; and

WHEREAS, the City initiated a process with community involvement to complete the Comprehensive Plan within this transitional period and certifies that public participation and other procedural requirements have been met; and

WHEREAS, the "City of Brookhaven Comprehensive Plan 2034" was found by the State of Georgia Department of Community Affairs to be compliant with the Minimum Standards and Procedures for Local Comprehensive Planning, and awarded the Qualified Local Government status with the official adoption by the City of the Comprehensive Plan 2034 on November 18, 2014; and

WHEREAS, the City of Brookhaven certifies that both the Regional Water Plan and the Rules for Environmental Planning Criteria, stipulated by Section 110-12-1.02 (3) of the Minimum Standards and Procedures for Local Comprehensive Planning have been considered; and

WHEREAS, the Comprehensive Plan 2034 was prepared according to the Standards and Procedures for Local Comprehensive Planning effective March 1, 2014, and established by the Georgia Planning Act of 1989, and the required public hearing was held on September 9, 2014; and

WHEREAS, the City of Brookhaven has initiated an amendment to the Comprehensive Plan and has held the required Public Hearings, and now must transmit the document to the Atlanta Regional Commission and the State of Georgia Department of Community Affairs for review of

the amendments in accordance with procedures prescribed by state law, with such document being incorporated by reference; and

WHEREAS, on April 21, 2105, the City of Brookhaven Mayor and Council authorized transmittal of the amended Comprehensive Plan 2034 to the Atlanta Regional Commission and the State of Georgia Department of Community Affairs for official review of the amendments as required by the rules governing the Planning Act 1989, as amended; and

BE IT THEREFORE RESOLVED, that the MAYOR AND COUNCIL OF THE CITY OF BROOKHAVEN hereby adopt the amended Comprehensive Plan 2034, incorporated by reference, effective this 21st day of April, 2015.

Approved for transmittal:

J. Max Davis, Mayor

ATTEST

Susan Hiott, City Clerk

Approved as to form:

Thompson Kurrie, Jr., City Attorney

STATE OF GEORGIA
COUNTY OF DEKALB
CITY OF BROOKHAVEN

RES 2014- 11 - 01

RESOLUTION TO ADOPT
THE CITY OF BROOKHAVEN COMPREHENSIVE PLAN 2034

WHEREAS, the City of Brookhaven was incorporated and created by Charter granted by the State of Georgia, effective December 17, 2012, after a positive referendum vote; and

WHEREAS, the City of Brookhaven is subject to the State of Georgia Planning Act of 1989 which calls for a certified Comprehensive Plan in order to obtain and maintain the status of a Qualified Local Government; and

WHEREAS, the City of Brookhaven, Georgia is a member of the Atlanta Regional Commission, an agency created to provide regional planning and intergovernmental coordination among certain county and city governments in the metropolitan area of Atlanta; and

WHEREAS, the City Charter provided for a transitional period beginning on December 17, 2012, and extending for a period of two years; and

WHEREAS, during the transitional period, as a measure to plan for the future of the City, the City utilized DeKalb County's Comprehensive Plan 2005-2025 for the "North Planning Area" while the City completed its own Comprehensive Plan; and

WHEREAS, the City initiated a process with community involvement to complete the Comprehensive Plan within this transitional period and certifies that public participation and other procedural requirements have been met; and

WHEREAS, in order to adopt a Comprehensive Plan meeting the requirements of law, and to obtain and maintain Qualified Local Government status, the City of Brookhaven has prepared the "City of Brookhaven Comprehensive Plan 2034", has held the required Public Hearings, and transmitted the document to the Atlanta Regional Commission and the State of Georgia Department of Community Affairs for review in accordance with procedures prescribed by state law, with such document being incorporated by reference; and

WHEREAS, the City of Brookhaven certifies that both the Regional Water Plan and the Rules for Environmental Planning Criteria, stipulated by Section 110-12-1.02 (3) of the Minimum Standards and Procedures for Local Comprehensive Planning have been considered; and

WHEREAS, the Comprehensive Plan 2034 was prepared according to the Standards and Procedures for Local Comprehensive Planning effective March 1, 2014, and established by the Georgia Planning Act of 1989, and the required public hearing was held on September 9, 2014; and

RES 2014-11-01

WHEREAS, on September 9, 2014, the City of Brookhaven Mayor and Council authorized transmittal of the Comprehensive Plan 2034 to the Atlanta Regional Commission and the Georgia Department of Community Affairs for official review as required by the rules governing the Planning Act of 1989, as amended; and

WHEREAS, the City of Brookhaven was notified by the Atlanta Regional Commission on October 10, 2014 that the regional review had been completed and that the State of Georgia Department of Community Affairs found that the Comprehensive Plan 2034 complied with the Minimum Standards and Procedures for Local Comprehensive Planning; and

BE IT THEREFORE RESOLVED, that the MAYOR AND COUNCIL OF THE CITY OF BROOKHAVEN hereby adopt the Comprehensive Plan 2034, incorporated by reference, effective this 18th day of November 2014.

Approved:

J. Max Davis, Mayor

ATTEST

Susan Hiott, City Clerk

Approved as to form:

Thompson Kurrie, Jr., City Attorney

Table of Contents

1. INTRODUCTION 1
1.1. What's Inside 1
1.2. Comprehensive Plan 101 2
1.3. State Planning Standards 4
1.4. Our Planning Process 5
1.5. Relationship to Other Planning Initiatives 7

2. PLAN ELEMENTS 11
2.1. Land Use 12
2.2. Community Facilities and Resources 14
2.3. Economic Development 16
2.4. Demographics 18
2.5. Housing 20
2.6. Transportation 22

3. COMMUNITY GOALS 29
3.1. Public Involvement Summary 29
3.2. Overall Vision Statement 32
3.3. Community Goals 33
3.4. Community Policies 34
3.5. Character Areas and Defining Narrative 38

4. NEEDS AND OPPORTUNITIES 75
4.1. Land Use 76
4.2. Community Facilities and Resources 79
4.3. Economic Development 81
4.4. Population (Community Building) 83
4.5. Housing 85

5. IMPLEMENTATION STRATEGY 87
5.1. Community Work Program Overview 88
5.2. Key Implementation Strategies 89
5.3. Responsible Parties and Partners 99
5.4. Funding Mechanisms 100

APPENDICES
A. Comprehensive Plan
A.1. Public Involvement Documentation
A.2. Supporting Technical Analysis
A.3. Map Enlargements
A.4. Implementation Strategy Details
B. Community Work Program
B.1. Community Work Program for Comprehensive Plan 2034
B.2. Community Work Program for Transportation Plan*
B.3. Community Work Program for Parks and Recreation Master Plan*
B.4. Community Work Program for Buford Highway Improvement Plan & Economic Development Strategy*
C. Comprehensive Transportation Plan*
D. Parks and Recreation Master Plan*
E. Buford Highway Improvement Plan*

**These are independent planning initiatives that were carried out concurrently with Comprehensive Plan 2034 by the City of Brookhaven.*

FIGURES

Figure 1-1: Planning Horizon 2
Figure 1-2: Planning Areas and Regional Location Map 3
Figure 1-3: Plan Framework 4
Figure 1-4: Substantive Elements 4
Figure 1-5: 2014 Planning Timeline 5
Figure 2-1: Substantive Elements 11
Figure 2-2: Existing Land Use Comparison 12
Figure 2-3: Employment Data by Business Sector, Greater Brookhaven, 2013 16
Figure 2-4: Occupational Data, Greater Brookhaven, 2013 16
Figure 2-5: Age Distribution, 2008-2012 18
Figure 2-6: Educational Attainment, 2008-2012 19
Figure 2-7: Household Income, 2008-2012 19
Figure 2-8: Housing Units Structure Type 20
Figure 2-9: Functional Classification Map 22
Figure 2-10: Existing Roadway LOS Map 24
Figure 2-11: Future Roadway LOS Map 24
Figure 2-12: Existing AM LOS Map (Northern Brookhaven) 25
Figure 2-13: Existing AM LOS Map (Southern Brookhaven) 25
Figure 2-14: Future AM LOS Map (Northern Brookhaven) 25
Figure 2-15: Future AM LOS Map (Southern Brookhaven) 25
Figure 2-16: Existing PM LOS Map (Northern Brookhaven) 26
Figure 2-17: Existing PM LOS Map (Southern Brookhaven) 26
Figure 2-18: Future PM LOS Map (Northern Brookhaven) 26
Figure 2-19: Future PM LOS Map (Southern Brookhaven) 26
Figure 2-20: Public Transit in Brookhaven Map 27
Figure 2-21: Sidewalks in Brookhaven Map 28
Figure 3-1: Community Goals 29
Figure 3-2: Character Area Map 39
Figure 3-3: Areas Requiring Special Attention Map 42
Figure 3-4: Healthy/Active Living Resources Map 43
Figure 3-5: Priority Redevelopment Parcels Map 44
Figure 3-6: Perimeter Center Character Area 46
Figure 3-7: Lakes District Character Area 48
Figure 3-8: Blackburn Park Neighborhood Center Character Area 50
Figure 3-9: Lynwood Park Character Area 52
Figure 3-10: Historic Brookhaven Character Area 54
Figure 3-11: Osborne Character Area 56
Figure 3-12: Peachtree Corridor Overlay District Character Area 58
Figure 3-13: Ashford Park-Drew Valley Character Area 60
Figure 3-14: Clairmont Road Constraints Map 62
Figure 3-15: Clairmont Road Opportunities Map 63
Figure 3-16: Brookhaven Heights-Brookhaven Fields Character Area 64
Figure 3-17: Lenox Park Character Area 66
Figure 3-18: Briarwood Park Character Area 68
Figure 3-19: Roxboro Character Area 70
Figure 3-20: Buford Highway Corridor Character Area 72
Figure 3-21: Buford Highway Development Intensities Concept Map 74
Figure 4-1: Example Need/Opportunity 75
Figure 4-2: Needs and Opportunities 75
Figure 5-1: Community Work Program 87
Figure 5-2: Example from Community Work Program 88
Figure 5-3: Core Implementation Areas for Economic Development 96

1. Introduction

The City of Brookhaven's Comprehensive Plan 2034 marks an important milestone in the city's history. For the first time as an incorporated municipality, the members of the Brookhaven community and its leadership have collaboratively worked together to define where the City is headed in the future and what its overarching vision for that future is. This plan documents the overarching community goals for the City of Brookhaven over the long term while placing particular attention on the priorities and action items for the short term. The plan should serve as guide for City staff and elected officials on a regular basis and also be utilized in helping make annual budgeting, capital funding, and grant application decisions.

Comprehensive Plan 2034 places emphasis on the City's overall vision and Future Land Use Plan while considering the important role that transportation and infrastructure, parks and recreation, economic development, housing, and population trends will play in the City's future.

This plan is a testament to where the City is going and the desires of the Brookhaven community in the year 2014. It is visionary in nature yet grounded in the realities of what can feasibly be accomplished over the next five years. It should serve as a guide to long-time and new community members as well as public and private investors that Brookhaven has made no little plans – it is a model city on the move!

1.1. WHAT'S INSIDE

This plan document is designed to be user friendly and easy to follow. The five chapters in the main document highlight the key aspects of the plan.

MAIN DOCUMENT CHAPTERS

Chapter 1: Provides an overview of the planning process and related planning efforts.

Look in this section if... you want to better understand the role of the Plan in the City's day-to-day operations and the basis for completing it.

Chapter 2: Features key elements of the plan, including a summary of baseline conditions analysis and why each element is a critical building block to shaping Brookhaven's future.

Look in this section if... you want to better understand where Brookhaven is today—like what are our trends, demographics, services, and economic base?

Chapter 3: Provides the overall community vision and goals, including the Future Land Use Plan, which will guide future zoning and land use decisions in the City.

Look in this section if... you want to learn about the community's overall vision for the future and how different areas will evolve over time.

Chapter 4: Identifies needs and opportunities for the City's future and how they relate to overarching community goals.

Look in this section if... you want to better understand the City's priorities for moving forward.

Chapter 5: Provides an overview of the five year implementation program and strategic steps and resources to see it through. (The full five year work program is included in Appendix B.)

Look in this section if... you want to understand major implementation recommendations, responsible parties, key partners, and potential funding sources.

APPENDICES

Appendix A: Includes all supplemental content to the Comprehensive Plan, including Public Involvement Documentation, Supporting Technical Analysis, Map Enlargements, and Implementation Strategy Details.

Appendix B: Includes the five-year Community Work Program for achieving Comprehensive Plan 2034 as well as work programs from the other three concurrent planning efforts

Appendices C, D, E: Includes copies of corresponding planning efforts including the full Comprehensive Transportation Plan, the Parks and Recreation Master Plan, and the Buford Highway Improvement Plan and Economic Development Strategy. *These appendices will be added upon their adoption by City Council.*

1.2. COMPREHENSIVE PLAN 101

WHY HAVE A COMPREHENSIVE PLAN?

The exercise of planning has led to many great things in both personal and institutional lives. Consider the layout of monuments in Washington DC, the great squares of Savannah, or the successful long-term growth of the United States. These were all the result of well thought-out plans. The same is true for business – one would not dare to set forth a business—without considering its goals, parameters, scope of services, and how it will churn a profit.

This Comprehensive Plan is the de facto business plan for the city with a focus on its overall defining characteristics, growth and redevelopment rather than the business operations. The Comprehensive Plan is the over arching policy statement about the City's future and reference point for changes to the community's character over time. It lays the groundwork for City actions and investment decisions and provides a guide for members of the public and the private sector when making decisions about investing in Brookhaven.

The Plan is also a requirement of the State of Georgia pursuant the Georgia Planning Act of 1989 (O.C.G.A. 45-12-200). The State has recognized that comprehensive planning in Georgia's cities and counties is critical to preserving and furthering the state's overall health, well-being, and economic success.

WHY 2034?

The Comprehensive Plan looks 20 years ahead to the year 2034. Many changes happen over a 20 year time frame. The cities that look far into the future and consider what they want things to be long-term are much more likely to achieve their goals in a fiscally responsible manner.

What will happen to our current retail buildings in 20 years? Will we have protected our creeks and tree canopy? Will I, as a community member, still want to live here, and what type of housing or services will my family and I need in 20 years? It is important to consider long-term changes in the economy, changes in technology, and preservation of the resources we have.

Comprehensive Plan 2034 keeps an eye on the long-term economic, social, and environmental sustainability of Brookhaven while focusing on the first five years of the planning horizon (2015-2019). All local comprehensive plans in Georgia are required to be updated every five years, and many communities choose to update them more regularly, should major changes occur in the community such as an annexation of land, a major land development decision, or the completion of another study that impacts the plan.

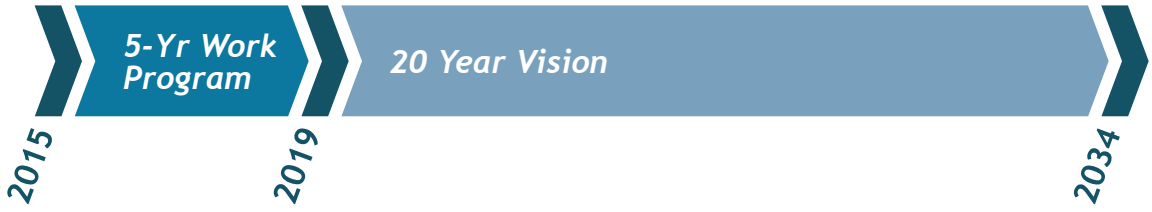
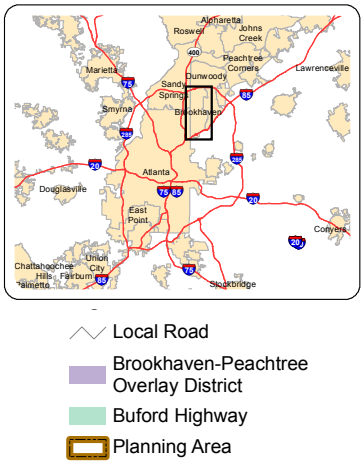


Figure 1-1: Planning Horizon

BROOKHAVEN SNAPSHOT

The City of Brookhaven was incorporated in December 2012 and has a population of approximately 50,000 people. It is bound by I-285 and the City of Dunwoody to the north, the Cities of Atlanta and Sandy Springs to the west and City of Chamblee to the east. Brookhaven's southern edge is just south of I-85 with a recent annexation expanding the city along N Druid Hills Rd south to Briarcliff Rd NE. The city occupies a strategic location in the Atlanta Region, providing a variety of housing options and a well-connected location in close proximity to major employment centers with direct access to major limited access highways including I-85 and I-285—the region's major northeast corridor and regional perimeter road.

As the inner core of the Atlanta Region continues to experience increasing demand for infill development and redevelopment, the new City of Brookhaven is one such community that has been working overtime to ensure that it is well positioned to further smart growth and desirable development. During 2014, Brookhaven initiated several concurrent planning initiatives to provide detailed and strategic guidance to priority initiatives of the city, including future land use, the parks and recreation system, transportation network, and improvement and reinvestment in the Buford Highway corridor.



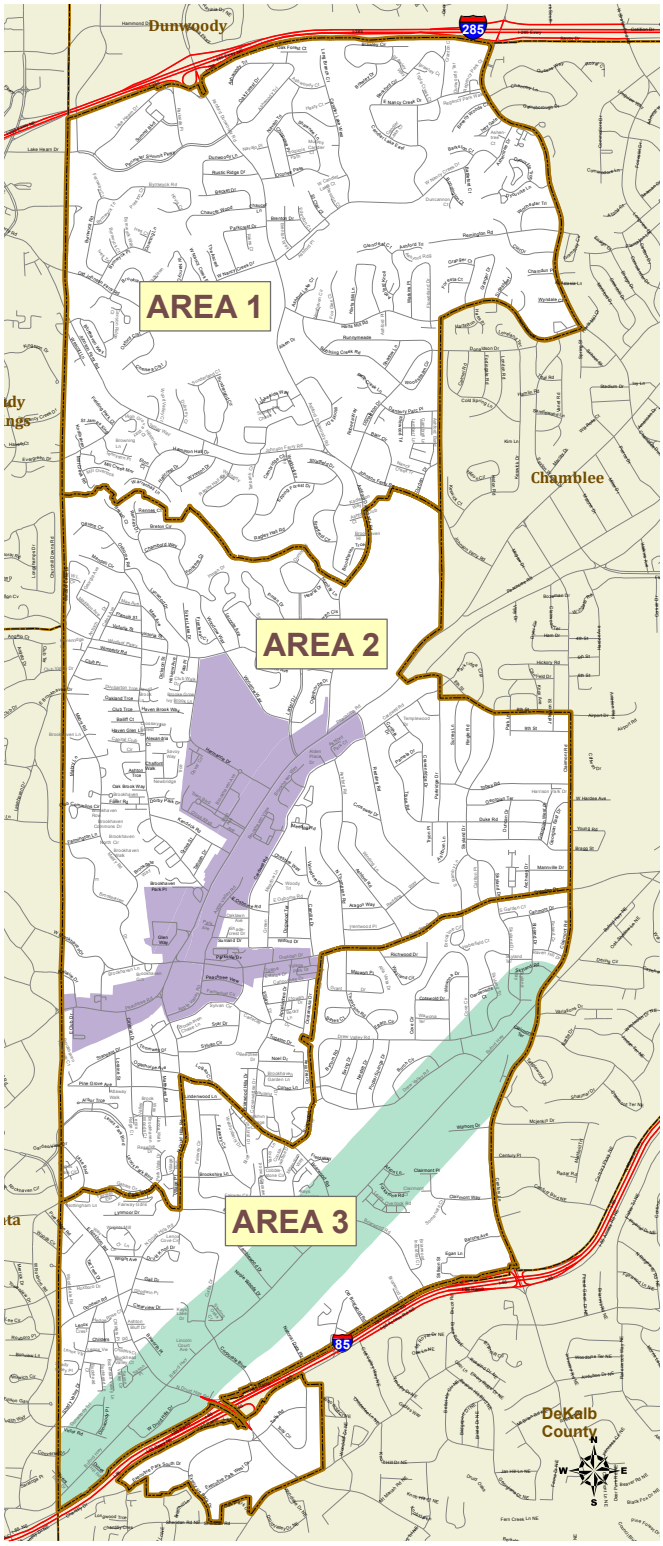


Figure 1-2: Planning Areas and Regional Location Map

HOW IS THE COMPREHENSIVE PLAN FRAMED?

There are six substantive elements and three components that tie the overall vision and action plan together.

The plan is framed around three key components, depicted below. The Community Goals set the long-term vision and overall Future Land Use Plan for the community; the Needs and Opportunities establish the community priorities for the next five years; and the Community Work Program defines the implementation program for the plan.

Figure 1-3: Plan Framework

The substantive elements of the Plan reflect the key building blocks of the community. They include land use, community facilities (and resources), economic development, demographics (population characteristics), housing, and transportation. Transportation is considered throughout the plan; however, full analysis and recommendations are included in a separate document, "the City of Brookhaven Comprehensive Transportation Plan." The Community Facilities element only briefly touches upon parks, recognizing the City's Parks and Recreation Master Plan as the controlling reference on this subject.

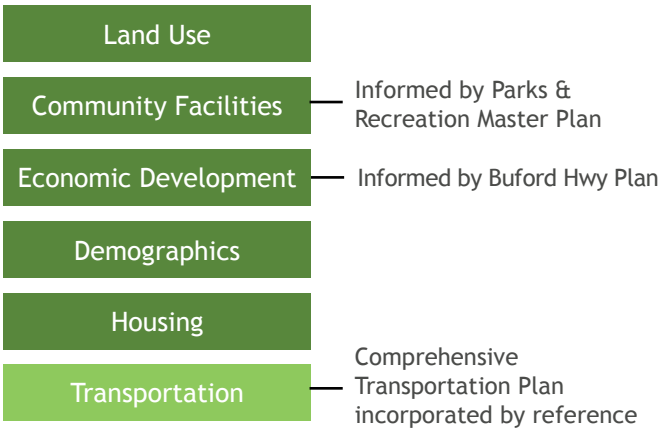


Figure 1-4: Substantive Elements

I.3. STATE PLANNING STANDARDS

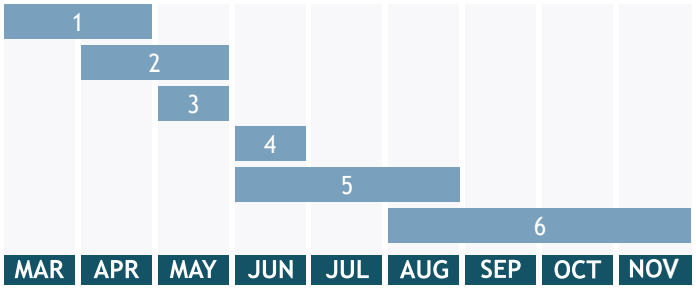
The State of Georgia requires all localities in the state to develop and regularly update a comprehensive plan. Comprehensive Plan 2034 was prepared following the Rules of the Georgia Department of Community Affairs (DCA), Chapter 110-12-1, Minimum Standards and Procedures for Local Comprehensive Planning, which underwent a major revision made effective January 1, 2013 and further amended in March 2014. The state requires a community engagement process that includes consideration of community goals and priority needs and opportunities, including development of a Character Area Map. The plan includes standalone land use and housing elements, consistent with planning requirements. In place of a separate transportation element, the Brookhaven Comprehensive Transportation Plan is substituted, as described in detail in Chapter 2, along with other details about each substantive element of the plan. In addition, the Plan considers the City's ordinances and policies for consistency with the Regional Water Plans and Environmental Planning Criteria. The plan also identifies implementation measures to enhance important natural resources throughout Brookhaven.

1.4. OUR PLANNING PROCESS

PLAN DEVELOPMENT PHASES

Brookhaven's Comprehensive Plan 2034 was developed over a multi-month process beginning in March 2014 and ending in November 2014 with City Council adoption. The plan was amended in early 2015 to incorporate newly annexed land south of I-85 and to make a few additional targeted changes. The plan was developed over a series of six phases, shown to the right and described in further detail below. Public and stakeholder engagement played an important role in each of these steps.

Figure 1-5: 2014 Planning Timeline



Phase 1: Project Initiation

Activities: Steering Committee Kick-off; Public Hearing #1 (Council)

Goals: Establish project schedule and public involvement plan, collect baseline data, initiate planning process with public

Phase 2: Baseline Conditions Analysis

Activities: Stakeholder interviews; data analysis; coordination with other planning efforts

Goals: Establish existing conditions and coordinate with other planning efforts

Phase 3: Community Goal Setting

Activities: Steering Committee Meeting; Visioning Workshop

Goals: Develop draft Vision Statement, Community Goals, and Character Area Map

Phase 4: Needs, Opportunities, + Strategies Identification

Activities: Steering Committee Meeting; Needs + Opportunities Workshop

Goals: Establish priority needs + opportunities, and coordinate with other planning efforts

Phase 5: Community Work Program Development

Activities: Steering Committee Meeting; Open House; Public Hearings #2 + #3 (Planning Commission + Council)

Goals: Establish Community Work Program and Compile Draft Plan document

Phase 6: Plan Transmittal + Adoption

Activities: Public Hearings #4 + #5 (Planning Commission + Council); Prepare Final Draft Plan; Regional/ State Review

Goals: Transmit Plan for regional and state review and finalize plan for Adoption by Council

PLAN LEADERSHIP

Elected officials, City staff, residents, civic associations, business owners, property owners, and social service agencies are among the many integral entities to take part in the Comprehensive Plan 2034 process. While a number of key stakeholders were engaged throughout the planning process, this effort was led by four teams:

- **Planning Team**: including City staff and the Consultant Team
- **Consultant Team**: including Jacobs (project management, planning), Market Street Services (economic development, demographic analysis) and Sycamore Consulting (public engagement)
- **Comprehensive Plan 2034 Steering Committee**: including Brookhaven citizens
- **General Public**: including residents, business/property owners, places of worship, agencies, institutions and others with an interest in the future of Brookhaven

PUBLIC INVOLVEMENT APPROACH

Effective outreach provides ample opportunity for citizens to be involved in the plan development process. It educates citizens about the purpose of the planning effort and the important role they play in developing the plan. As a part of the Comprehensive Plan 2034, community stakeholders were engaged in several different ways throughout the planning process and were encouraged to actively voice their opinions about Brookhaven's future.

PUBLIC INVOLVEMENT OPPORTUNITIES

Stakeholders were engaged through a variety of means including the establishment of a Steering Committee; one-on-one interviews with key stakeholders; a community-wide survey; and a series of public workshops and meetings.

Steering Committee

The Steering Committee played an integral role in relaying community needs to the Planning Team and communicating details of the planning efforts to the general public. The Steering Committee was also instrumental in providing insight on how to best engage the public throughout the process. The committee held four meetings for the Comprehensive Plan 2034 process, identified below. All meetings were open to the general public.

- Meeting 1: Project kick off (March 27, 2014)
- Meeting 2: Visioning and goal setting (May 6, 2014)
- Meeting 3: Needs, opportunities and strategies identification (May 29, 2014)
- Meeting 4: Community work program review (June 26, 2014)

Key Stakeholder Interviews

At the onset of the comprehensive planning process, the consultant team conducted interviews with key community stakeholders, including elected officials, City staff, and other key partner organizations, including MARTA, Oglethorpe University, the Latin American Association and area economic development agencies. Interviews were held to help support the baseline conditions analysis; begin to identify key community initiatives, needs, and priorities; and to help inform key discussion points for public involvement activities.

Community Survey

A community survey was designed to gather input regarding the vision for the City of Brookhaven. The survey included sets of questions highlighting the following topics: daily needs and uses, connectivity and community identity, redevelopment and infill development, environmental concerns, priorities for next five years, and long term vision. A series of demographic questions were also asked. The survey was available online in both English and Spanish from May 15 to June 12, 2014.

Meetings with the General Public

Obtaining input from the general public was a key component of this planning process. The following meetings were held with the general public:

- Public Hearing #1 Kick Off with Council (April 22, 2014)
- Community Visioning Workshop (May 15, 2014)
- Needs & Strategies Workshop (June 9, 2014)
- Open House (July 21, 2014)
- Public Hearing # 2 with the Planning Commission (July 23, 2014)
- Public Hearing # 3 with Council (August 12, 2014)
- Public Hearing # 4 with the Planning Commission (Sept. 3, 2014)
- Public Hearing # 5 with Council (Sept. 9, 2014)

Full summaries of each public engagement opportunity can be found in Appendix A.1.

Website Portal

The City maintained an information gateway for the plan on its website throughout the planning process, providing easy access to plan documents, public meeting details, and other information.

Small group break-out session during the Community Visioning Workshop

1.5. RELATIONSHIP TO OTHER PLANNING INITIATIVES

The Brookhaven Comprehensive Plan 2034 takes into account various planning efforts already in existence at the time the plan was initiated. It is also carefully coordinated with concurrent planning efforts undertaken at the same time as the Comprehensive Plan and intended to seamlessly integrate with the other planning initiatives as a an overall guiding approach to the City's future. Below are descriptions of each of the plans and the subject they cover. Key recommendations from each of these plans are included in Chapter 5, particularly how they relate to Comprehensive Plan 2034 implementation.

CONCURRENT PLANNING EFFORTS

Comprehensive Plan 2034 is one of four major planning efforts concurrently undertaken by the City of Brookhaven in 2014. These planning initiatives followed a similar time frame and collaborated throughout the planning process to ensure the plans are compatible and fluid forming a joint implementation program for the city. Each of these plans, while completed by separate planning teams, are incorporated as appendices to this Comprehensive Plan 2034 to indicate the interrelatedness of the efforts and the role each plays in prioritizing the annual city budgeting process.

Comprehensive Transportation Plan (Appendix C)

The Comprehensive Transportation Plan (CTP) takes a comprehensive look at the city's multi-modal transportation network and needed improvements to further the City's transportation plan. The CTP takes into account the long-term land use plan for Brookhaven and the community's mobility priorities. An overview of the Comprehensive Transportation Plan existing conditions is provided in Chapter 2.0.

Parks and Recreation Master Plan (Appendix D)

The Parks and Recreation Master Plan takes a comprehensive look at the parks system in the city of Brookhaven. The plan identifies priorities for existing park improvements, new park needs, expansion of the city's trail network, and programmatic needs of the parks. The City was in the process of purchasing all city parks and taking over their management while this planning process was underway. Key recommendations include:

- Need to locate additional park space in Planning Areas 2 and 3
- Improvements to zoning provisions and incentives to encourage greenspace dedication
- Acquisition and assemblage of parcels to develop new park space
- Need for easements for greenways/trails
- Conversion of Federal Emergency Management Agency (FEMA) properties into potential stormwater/park amenities in neighborhood areas
- Expansion of multi-use trail and greenway network, with a priority focus on greenway development along North Fork Peachtree Creek

Buford Highway Improvement Plan and Economic Development Strategy (Appendix E)

The Buford Highway Improvement Plan and Economic Development Strategy is an independent study that identifies targeted greenspace, parks, and streetscape improvements along the Buford Highway Corridor. It also includes a complete market analysis of the corridor and priority redevelopment parcels. The recommendations of the plan have been taken into account in the development of land use recommendations for the Buford Highway area as well as other related recommendations, such as those for economic development.

EXISTING PLANS

Atlanta Regional Commission PLAN 2040 Regional Development Guide and Regional Resource Plan

Plan 2040 provides an overall plan and implementation strategy for the Atlanta 10-County Region's long-term growth. The Plan was reviewed to identify overall goals and local implementation policies relevant to Brookhaven, with particular attention given to regionally important resources and the plan's local implementation program. Plan 2040 is referenced throughout this plan.

DeKalb County Comprehensive Plan

A review of DeKalb County's most recent comprehensive plan (amended in December 2011) was conducted to identify any potential policy guidance for the city. This plan represents the last documented public vision for the entire city prior to incorporation and was consulted to assist in the development of preliminary character areas within this plan. The plan includes a Future Development Map, which delineates 11 character areas in Brookhaven. These areas are detailed in the Land Use section in Appendix A.2 and considered as revised character areas were developed for the city through public input.

2014-2018 DeKalb County Consolidated Plan

As an Entitlement Community (county of over 50,000 people), DeKalb County is responsible for maintaining and regularly updating a consolidated plan to be eligible for funding through the U.S. Department of Housing and Urban Development (HUD) Community Planning and Development formula grant programs. The DeKalb County Consolidated Plan addresses special needs housing for the entire county, including Brookhaven and other municipalities, and coordinates HUD grant funds to address identified needs. The Consolidated Plan was led by the DeKalb County Human and Community Development Department

Brookhaven-Peachtree Livable Centers Initiative

The Brookhaven-Peachtree Livable Centers Initiative (LCI) study was conducted in 2005-2006. It established an important vision for the Peachtree Road corridor as a central location for mixed-use and quality development in the community. The Brookhaven-Peachtree Overlay District is based upon the urban design and development guidelines developed as part of the LCI study. The purpose of the overlay is to promote a dynamic, mixed-use district surrounding the Brookhaven MARTA station. In summer 2013, a MARTA-based charrette was led by the Atlanta Regional Commission and various partners to help demonstrate how the MARTA station could appropriately redevelop.

Perimeter at the Center Future Focus (PCID Livable Centers Initiative 10-Year Update)

The original Perimeter CID Livable Centers Initiative study was completed in 2001 and set the foundation for the urban transitioning from a suburban regional center to mixed use community. Many projects of this plan were aggressively implemented by the Perimeter Community Improvement District (CID). The 10-year update focuses on three areas: sustainable growth management, livability enhancements, and connectivity. The study area overlaps with the northwest corner of Brookhaven in the area along Perimeter Summit.

Buford Highway Multimodal Corridor Study

The Buford Highway Multimodal Study was completed in 2007 by the Atlanta Regional Commission. The study area includes the 18.4 mile section of Buford Highway extending from Sidney Marcus Boulevard to SR 120 in Duluth. While the study is primarily transportation focused in nature, the plan identifies land use strategies that recommend regional and neighborhood activity centers along the corridor that have been considered in Comprehensive Plan 2034. It was also an important consideration in the development of the Buford Highway Improvement Plan and Economic Development Strategy.

DeKalb County Master Active Living Plans - Ashford Dunwoody + Buford Highway

Completed in 2013, The Master Active Living Plan is a compilation of eight small area plans around DeKalb County that are geared towards integrating physical activity into the daily routines of DeKalb County residents. The concept of active living recognizes the importance of the built environment in relation to the physical health of the community. It seeks ways to make physical activity viable and convenient by providing options for people who want to walk, bike, and become more active. Each small area plan held a separate public meeting to gather input from the local community.

Two of the eight study areas are within the city limits of Brookhaven: Buford Highway and Ashford Dunwoody. The Buford Highway Study Area is centered around Buford Highway between North Druid Hills Road and Clairmont Road and the Ashford Dunwoody Study Area is centered around the intersection of Ashford Dunwoody Road and Johnson Ferry Road. To become more attractive to new development, and boost the concept of active living, both areas' pedestrian and bike networks need improvement. The key recommendations for each plan are highlighted below.

Buford Highway

- Build a new multi-use trail corridor along North Fork Peachtree Creek.
- Improve pedestrian crossings along Buford Highway.
- Position commercial areas for eventual redevelopment by adjusting existing driveways and parking lots to provide pedestrian connections between the buildings and the corridor.

Ashford Dunwoody

- Create safe, strong pedestrian crossings on Ashford Dunwoody Road.
- Develop outparcels on a portion of the Cambridge Square Shopping Center.
- Rebuild the double intersection of Ashford Dunwoody Road and Johnson Ferry Road as roundabouts.

ADJACENT COMMUNITY PLANS

The adjacent communities along Brookhaven's city limits include Atlanta, Sandy Springs, Dunwoody, and Chamblee. While each community is moving in a slightly different direction based on its own conditions, all four communities have adjacent character areas fitting one of three types: activity centers, transit corridors, and traditional neighborhoods. It is essential that the City of Brookhaven coordinate with these adjacent communities as new growth and redevelopment occurs to mitigate potential impacts to Brookhaven and leverage potential benefits.

Atlanta

- The North Buckhead neighborhood is located along Peachtree Dunwoody Road NE north of Peachtree Boulevard. It is an established neighborhood striving to maintain its existing character while providing a diversity of housing types and increasing its street connectivity.
- The Buckhead Commercial District, located half a mile down Peachtree Boulevard from Brookhaven, is a high-density Regional Activity Center that provides mostly financial and commercial services to the greater area in a pedestrian-friendly urban form.
- The Peachtree Boulevard Corridor is a major thoroughfare with high volumes of fast-moving traffic striving to provide more dense pedestrian-oriented developments at major intersections.

Sandy Springs

- Protected neighborhoods extend along Peachtree Dunwoody Road south of Glenridge Connector. These single family neighborhoods of primarily detached homes are intended to be kept between the established 1 to 3 dwelling units per acre (du/a).
- The Medical Center, located at the southeast corner of the I-285 and GA-400 intersection, will continue to develop as a regional transit oriented activity center with mid-to high-rise office and institutional uses with supporting mixed-use. At its core, the district is recommending densities over 25,000 square feet per acre and 20 du/a.

Dunwoody

- The Perimeter Center, located north of I-285 along Ashford Dunwoody Road NE, will continue its growth as a high-density regional center with Class A office space and high-end restaurants and retail, but move towards becoming a more pedestrian and bicycle-oriented environment.
- Georgetown-Shallowford Road Character Area, located north of I-285 along Chamblee Dunwoody Road, is developing as a medium-density village with potential for 5 to 8 story high buildings at its core and 12 to 18 dwelling units per acre. The character area is intending to become a lifelong community providing residents with the option to age in place.

Chamblee

- The existing residential neighborhoods along Chamblee Dunwoody Road should retain their existing sound housing stock and improve the conventional residential development pattern by advocating well designed neighborhoods with an emphasis on livability and providing a variety of life styles, cycles, incomes and ages.
- The Peachtree Industrial Boulevard Corridor is undergoing a transformation from a manufacturing and industrial activity center to an inviting commercial and mixed-use district focusing on interstate trade and small business opportunities.
- The newly annexed portion of Chamblee, from the DeKalb Peachtree Airport south to I-85, is currently being incorporated into their comprehensive plan.